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ABSTRACT

H.R. 4164, the Vocational-Technical Education Amendments of 1984, extends and rewrites the Vocational Education Act of 1963, the principal Federal program aiding states in providing vocational education programs for persons at the secondary, postsecondary, and adult levels. This document contains the text of the U.S. House of Representatives Committee on Education and Labor report on this legislation as it was recommended by the committee. The report covers the following information: summary of the bill, legislative consideration, need for the legislation, explanation of the provisions of the bill, oversight provisions, cost estimates, inflationary impact, and a section-by-section analysis of the amendments. Minority dissenting views on the proposed legislation are also included in the committee report. (KC)

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ED245114

98TH CONGRESS
2d Session

HOUSE OF REPRESENTATIVES

REPORT
98-612

VOCATIONAL-TECHNICAL EDUCATION AMENDMENTS OF 1984

MARCH 5, 1984.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. PERKINS, from the Committee on Education and Labor, submitted the following

REPORT

together with

MINORITY, DISSENTING, AND ADDITIONAL VIEWS

[To accompany H.R. 4164]

[Including cost estimate of the Congressional Budget Office]

The Committee on Education and Labor, to whom was referred the bill (H.R. 4164) to strengthen and expand the economic base of the Nation, develop human resources, reduce structural unemployment, increase productivity, and strengthen the Nation's defense capabilities by assisting the States to expand, improve, and update high-quality programs of vocational-technical education, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendment to the text of the bill is a complete substitute therefor and appears in italic type in the reported bill.

The title of the bill is amended to reflect the amendment to the text of the bill.

SUMMARY OF THE BILL

H.R. 4164, the Vocational-Technical Education Amendments of 1984, extends and rewrites the Vocational Education Act of 1963, the principal Federal program aiding States in providing vocational education programs for persons at the secondary, postsecondary and adult levels.

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The bill authorizes such sums as may be necessary for all of its components and makes all of these authorizations permanent.

This legislation continues basic State grants as the primary means of encouraging States to expand, improve, and, where necessary, maintain vocational education programs. The legislation offers States a broad range of purposes for which basic grants may be used, giving them the flexibility to design vocational programs that meet their needs and to coordinate with State funding and priorities. As in current law, each State would, however, be required to spend 10 percent of its basic grant on vocational programs for handicapped persons, 20 percent for disadvantaged and limited-English-proficient persons, and 15 percent for postsecondary and adult programs. A new provision is added specifying that 5 percent of the basic grant must be spent on programs to overcome sex bias and provide support services for women participating in vocational courses.

H.R. 4164 creates two new State programs to meet emerging needs. The first program provides grants to States to train persons in high technology fields, through partnerships with industry. Industry would participate in developing these training programs with vocational agencies and institutions and would have to provide 25 percent of their cost, through financial assistance or in-kind contributions. The second program makes funds available to States for programs for adult training, retraining, and employment development. These programs may be focused upon unemployed adults, dislocated workers, displaced homemakers, and others.

The legislation extends the separate program for consumer and homemaking education and provides aid for comprehensive career guidance and counseling services through a new separate authorization of appropriations.

The Secretary of Education would continue to receive 5 percent of the funds appropriated to be used for national research and program improvement activities such as the National Center for Research in Vocational Education. The demonstration program for bilingual training would be continued and three new national programs would be authorized: (1) for cooperative employer-education programs, (2) for State equipment pools, and (3) for model centers for vocational education for older persons.

Greater coordination between vocational education and the Job Training Partnership Act is encouraged, and States are required to develop model curricula to meet the State's labor market needs.

In order to receive funds under this bill, States must submit a State plan and application (in one document) every two years. These applications and plans will describe the State's goals for vocational education and provide certain assurances that funds will be properly used. Similarly, local recipients, which may include local educational agencies and postsecondary vocational institutions, will have to submit two-year plans to the State to receive funds. States will distribute funds to local recipients on the basis of a State-developed formula, with more funds going to economically depressed areas or areas with high unemployment. Funds set aside for disadvantaged and handicapped will be distributed on the basis of the numbers of such students served by local recipients.

H.R. 4164 is the result of broad, bipartisan cooperation and was approved by the Committee on Education and Labor by a vote of 32 to 4.

Legislative Consideration

H.R. 4164 was introduced on October 19, 1984, by Congressman Perkins, Congressman Goodling and a bipartisan roster of cosponsors. The bill currently has 39 cosponsors.

The Subcommittee on Elementary, Secondary, and Vocational Education, to which it was referred, conducted four hearings on the bill in November, 1983, and two hearings in 1984. Prior to introduction of this bill, the Subcommittee held 44 legislative and oversight hearings on vocational education programs in the 97th Congress (including 10 hearings in six States), and nine legislative and oversight hearings in 1983 (including five hearings in the field) to prepare for the task of reauthorizing this major Federal program.

The Subcommittee on Elementary, Secondary, and Vocational Education met in mark-up sessions on February 22 and 23, 1984. At the end of the latter session, the Subcommittee ordered the bill reported to the full Committee on Education and Labor by a vote of 20 to 1.

On February 29, the Committee on Education and Labor met and ordered H.R. 4164 reported, with amendments, by a vote of 32 to 4.

Need for the Legislation

Need for a continued Federal role

For over 65 years, Federal leadership and financial assistance have provided the stimulus for continuous growth and improvement in vocational education. The Federal role in vocational education is unique. It was the Federal government that first sponsored our system of vocational education, through the historic Smith-Hughes Act of 1917. The Vocational Education Act of 1963 and subsequent amendments, most recently the 1976 Amendments, have benefitted the nation in many ways:

—Tremendous growth in enrollments in vocational programs, from four million students in 1963 to 16 million at present;

—Increased expenditures for public vocational educational programs, from $284 million in 1973 to over $7 billion today, with the Federal contribution encouraging State and local support far in excess of the Federal investment;

—Expanding the number of area vocational schools from 600 in 1963 to 9,000 today, in addition to the 11,000 other types of institutions offering vocational programs.

Federal funding has also enhanced the quality of vocational offerings by providing extra funds needed to expand into new and diverse occupational areas and by supporting the research, curriculum development, occupational information, and personnel development required to keep abreast with changes in the labor market and the educational field.

Through emphases in the Federal law, opportunities have been widened for groups with special needs, such as the disadvantaged,

the handicapped, individuals with limited English proficiency, and males and females seeking jobs in non-traditional occupations.

These accomplishments should not be read as an indicator that we no longer need a Federal presence in vocational education. Although States and localities currently provide 90 percent of total vocational education outlays, the Federal dollar remains the impetus for updating programs, moving into new occupational areas, and reaching out to unserved or under-served populations. Tight State and local budgets and the increased focus on improving neglected academic areas such as mathematics and science are making it more difficult to locate new State and local dollars for vocational programs. Throughout its existence, the Federal legislation has served as a beacon signaling areas in need of greater attention and financial support. To withdraw Federal aid at this juncture would signal that vocational education no longer occupies a prominent place on the national education agenda, and a decline in State and local support would surely follow.

Therefore, H.R. 4164 continues the Federal commitment to helping all who desire and can benefit from it to obtain the educational and occupational skills needed to become productive members of the American workforce. Many recent reports on educational quality have focused on the need to improve the academic foundations of the American educational system. While concurring with that assessment, the Committee believes that our nation cannot afford to lose sight of the fact that many students need vocational training as well as basic academic instruction to succeed in school and after graduation. With this legislation, the Committee is reaffirming the principle that vocational education is an important component of our whole educational system.

The Committee's hearings over the past three years document significant progress in vocational education since the 1976 amendments. However, these hearings and the Committee's general review of the Federal legislation indicate the need for improvements in the Federal legislation, to address problems and deficiencies in the current program. H.R. 4164 attempts to confront these problems, as discussed below.

Need to modernize programs

America is currently grappling with an array of economic problems: unemployment and underemployment, dislocation of workers, sagging productivity, escalating international competition. We are facing a severe shortage of skilled workers which threatens to become worse. Finally, the billions of new dollars injected into a defense buildup will require trained people to operate this sophisticated machinery.

We cannot accomplish the economic revitalization so critical to our nation's future without skilled workers. Shifting labor market needs, including movement into high technology fields, will demand a renewed emphasis on training and retraining. For example, since 1969, we have lost 224,000 manufacturing jobs, and at the same time we have gained 268,000 service/information jobs. These trends are expected to continue. The American Electronics Association estimates a need for 140,000 new technical paraprofessionals by next year.

Many of these openings will have to be filled by retrained workers. Business Week estimates that 40 million Americans may need to be retrained over the next 20 years. Demographics back up this contention. Through the 1980's, it is projected the American work force will grow only about 1.5 percent yearly compared with 2.45 percent in the 1970's. By the 1990's, it is anticipated to grow less than 1 percent annually.

Vocational education will need financial assistance to accomplish this training effort. Instructional programs in almost all occupational areas need new equipment—a need most obvious and urgent in the technical fields—but they also need updated curricula and instructional staff whose knowledge and skills are current with changes in the workplace. A recent survey in Oregon showed a backlog of $43 million in equipment replacement needs in secondary schools and community colleges. One Michigan vocational educator testified that the introduction of a robotics program entailed an investment of over $350,000.

Certainly the Federal government cannot shoulder the entire cost of these efforts. Partnerships with business and industry will be needed, not only to share the stake in educating their future employees but also to offer advice to ensure that programs are tailored to their needs. Several of the vocational education programs judged to be exemplary by the U.S. Department of Education have strong private sector involvement.

H.R. 4164 addresses this need for modernization of vocational programs through several new initiatives, including new State grant programs for (1) industry-education partnerships in high-technology training and (2) adult training, retraining, and employment development. The bill also authorizes a new national program to demonstrate successful cooperative employer-education ventures and continues the national effort to obtain, coordinate, and disseminate viable occupational information. The legislation also calls for greater involvement of business and industry in program planning, through advisory councils with majority business representation and through better coordination with the Job Training Partnership Act.

Finally, H.R. 4164 leaves half of each State's basic grant unencumbered by any reservations of funds or set asides so that each State can have as much flexibility as possible to meet its own needs for modernizing its vocational education programs for all students and at all levels of education. Although the bill maintains the strong national emphasis on meeting the needs of special populations through continuing the current set asides for the handicapped, the disadvantaged, and adults and by creating a new 5-percent set aside for women, the Committee intentionally leaves flexible the remaining 50 percent of each State's basic grant for the broader purposes of maintaining, improving and expanding all programs for all types of students.

Need to provide access for special populations

A major thrust of the 1976 Amendments to the Vocational Education Act was to insure access and equity for groups with special needs, such as disadvantaged, handicapped, and limited-English-proficient individuals. Percentages of the basic State grants were

set aside for programs for these groups and other provisions encouraged attention to their needs. The Federal law has brought about many improvements in this area, according to testimony and studies received by the Committee.

The National Institute of Education study of vocational education concluded that "The successive amendments to the Vocational Education Act of 1963, in combination with civil rights laws and other legislation, have stimulated the States to make a greater effort to serve students with special needs." Enrollment data bear this out. During school year 1980–81, vocational education served 555,961 handicapped students, a 96-percent increase over the 1975–76 school year. Disadvantaged students receiving services increased to 2,567,538 in 1980–81, a 37-percent jump over 1975–76. These students now comprise over 15 percent of the total vocational enrollment. For limited-English proficient students, enrollments reached 171,154 in 1980–81, 97 percent more than in 1977–78.

Despite these increases, special populations are still being inadequately served in many respects. Although handicapped youth represent 9.5 percent of the total school-age population, they comprise only 3.3 percent of vocational education enrollments. As regards disadvantaged students, a National Institute of Education contracted study, Meeting the Needs of Special Populations, found that "the set aside funds for the disadvantaged are rarely used at the public school level to serve the special needs of 'economically' disadvantaged students or those whose English proficiency ability is limited." In addition, there is a critical shortage of vocational programs in the nation's inner cities and rural areas where many disadvantaged students are concentrated. Cities with more than 500,000 population contain 22.8 percent of the nation's population, but have only 9.3 percent of the secondary vocational schools; small towns and sparsely populated areas have 23.6 percent of the population, but only 10.5 percent of the secondary vocational institutions.

These special populations are often heavily dependent upon Federal funding. Federal dollars make up 30.4 percent of the total outlays for handicapped students in vocational education, 25.8 percent for disadvantaged students, and 26.3 percent for limited-English proficient students. Eliminating special Federal support for these groups would have a major impact on programs serving them. As Mr. Fred Weintraub of the Council for Exceptional Children testified, citing the results of a survey of State departments of education conducted by the House Subcommittee on Select Education:

> Elimination of the set asides would cause a 30 percent to 60 percent decrease in enrollment and support services for handicapped students, with a few States indicating an eventual complete dismantling of support services.

Withdrawal of mandatory funding for the disadvantaged would also have an acute effect, according to Mr. Robert Silverstein, who conducted an analysis of the Federal equity provisions for the NIE. He commented:

> I think the programs for the disadvantaged would disappear within a short period of time * * *.

A number of provisions of the 1976 Amendments sought to overcome sex bias and stereotyping, a recurrent problem in vocational education. These provisions included a mandate that each State appoint a sex equity coordinator, in addition to other encouragements. The NIE study concluded, and enrollment data confirm, that "sex stereotyping is still pervasive in vocational education, but is less severe than in the early 1970's." The vocational education data system shows enrollments in non-traditional programs increasing, but also reveals that certain programs are still predominantly elected by one gender or the other with females concentrated in lower-paying, lower-status occupational areas. Moreover, the NIE study noted, "Few States spend a significant proportion of their Federal or State and local funds on sex equity-related activities." Overall, these expenditures comprised less than one percent of all State basic grant money.

The benefits derived from greater participation of women and special populations are obvious. Two-thirds of the new entrants into the workforce in the 1980's will be women. Disadvantaged and minority youth are comprising a greater percentage of school enrollments. These future workers must be equipped to take on the jobs of the future, or the shortages of skilled workers will be exacerbated.

The Committee bill seeks to address these problems by continuing the current set asides of funds within the basic grant: 20 percent for disadvantaged and limited-English proficient individuals, and 10 percent for handicapped. The bill creates a new 5 percent set aside for sex equity activities, while continuing the existing requirement for State sex equity coordinators. In addition, these underserved groups are granted representation on advisory councils, and their needs must be addressed in the State plan. Twenty percent of guidance and counseling money is also reserved for activities addressing the needs of these groups. As regards individuals with limited-English-proficiency, the national demonstration program in bilingual vocational training is continued.

Meeting the needs of persons of all ages

Demographic changes suggest that vocational education programs will have to expand to meet the needs of older persons, as well as youth and of postsecondary, as well as secondary students. For example, the workforce of the 1980's and 1990's will rely more heavily on older workers. The age group of persons in their late 30's and mid-40's will make up the largest group in the workforce by the year 2000. The number of persons aged 55 or older is expected to increase by 19 percent by the year 2000.

Community and junior colleges and other postsecondary vocational institutions have been rapidly expanding to serve the adult population. In 1963, there were less than one million students in two-year colleges; this number has risen to 9.5 million.

H.R. 4164 acknowledges these trends through the continuation of a 15-percent set aside within the basic grant for postsecondary and adult programs and through the creation of a new program for adult training and retraining. The bill also establishes a new national demonstration program of model centers for persons age 55 or older.

The Committee also recognizes the need to continue adequate programs for secondary students. Only 73 percent of students entering high school complete it. Forty-nine percent of graduating students do not immediately go on to postsecondary education. Not finishing high school and not going on to postsecondary education is particularly true as regards disadvantaged and minority students. Thus, there is a need for vocational education at the secondary level to provide occupational and employability skills to students who seek immediate employment, to encourage potential dropouts to stay in school, and to offer all who desire it the opportunity to gain knowledge, general skills and specific skills needed for the world of work. For these reasons, a comprehensive Federal program must include secondary programs as well as postsecondary.

In addition to the aforementioned areas of concern, H.R. 4164 speaks to several other needs: to provide males and females with individual and family living skills through the consumer and homemaking education program; to help students clarify and achieve their career goals through guidance and counseling programs; to enhance research and program improvement; to improve State and local program planning; and to better coordinate vocational education programs with other education and training efforts.

Explanation of the Provisions of the Bill

H.R. 4164 contains amendments to the Vocational Education Act of 1963. These amendments will be cited as the "Vocational-Technical Education Amendments of 1984" in order to emphasize that many skills required for jobs in the economy are becoming increasingly complex, and these skills are being provided more often through what is called technical education, rather than through what is usually referred to as vocational education.

TITLE I—PURPOSE, AUTHORIZATIONS, AND ALLOTMENTS

Statement of purpose

The bill adds to the statement of purpose of the Act new emphases on labor market needs, cooperation between education and industry in providing programs, improvement of the academic foundations of vocational students in mathematics, science and communications, and building the capacity to deliver vocational education services.

Authorization of appropriations

The fiscal year 1982 authorizations of appropriations under the Act exceeded $1.7 billion a year. H.R. 4164 proposes that all authorizations of appropriations be "such sums as may be necessary."

Current law expires on September 30, 1984, with a contingent extension of the authorization. H.R. 4164 makes the authorizations permanent, as were the major authorizations prior to 1976.

Allotment of appropriations

Current law sets aside up to 1 percent of any appropriation to fund programs for Indians and reserves an additional 5 percent of the appropriations for national programs administered by the Secretary of Education. H.R. 4164 continues these two provisions but modifies the Secretary's set aside to (1) require funding of at least $3.56 million (instead of the current $3 million) and up to $5 million for transfer to the National Occupational Information Coordinating Committee, (2) require at least $6 million to be used for the National Center for Research in Vocational Education, and (3) require at least $3 million a year to be used for the new State equipment pools. The remainder of the funds for all of the State programs would be allocated among the States using the same formula as is used under current law. Each State would receive at least as much as it received during fiscal year 1984.

The Committee does not intend that the one-percent funds set-aside for contracts with Indian tribes and organizations be viewed as a ceiling or limit on the funds to be made available through this Act to Indian people. It is expected that the States will make appropriate funds and programs available and accessible to their Native American citizens, through programs funded under Title II of the Act. The latest Bureau of Indian Affairs figures estimate unemployment among Federally-recognized Indians on or near reservations between 39 and 51 percent. By setting aside one percent of the funds made available under this Act, the Committee recognizes the special needs of this population and the trust responsibility of the Federal government for the provision of education services to Indians. In addition, the employment situation among urban and non-Federally recognized Indians is equally dismal. It is expected and intended that the States will serve their Indian citizens, wherever located, through programs funded under this Act, since Indians are counted in order to determine the States' funding allotments under section 104 of this Act. Of course, Native Americans should be provided appropriate and meaningful notice of public hearings conducted pursuant to this Act, and the vocational education needs of Native Americans should be reflected in the development and implementation of State plans.

The Committee bill provides that the Bureau of Indian Affairs shall provide an amount equal to the one-percent set-aside under this bill for funding programs established pursuant to section 104(d)(3). In the past, the Bureau has failed to provide these funds. The Committee fully expects that the Bureau of Indian Affairs will reverse this policy and live up to its obligation under this legislation.

TITLE II—STATE PROGRAMS

Part A—Basic State Grants

H.R. 4164 continues the current practice of providing funds to the States through a basic State grant for vocational education. These funds can be used for any activity mentioned in Part A of Title I of the Act and also to fund consumer and homemaking education and comprehensive guidance and counseling services.

The authorized activities mentioned in Part A include initiating, improving, expanding and, where necessary, maintaining vocational education programs, providing professional development, strengthening the institutional base of vocational education, meeting the needs of special populations, funding related activities of vocational student organizations, providing supportive services, and other activities.

Current law permits the funding of most of these activities. However, each State is required to spend at least 80 percent of its funds on instructional programs, and no more than 20 percent on supportive services and program improvement. This restriction is removed by H.R. 4164 in order to give States additional flexibility to meet their particular needs.

The Committee decided to retain the current three set-asides within the basic grant for the handicapped, for the disadvantaged and limited-English proficient, and for adult and postsecondary programs at their current levels, even though very strong arguments were made to increase the amounts required to be set aside for these purposes. The main reason for this decision was to permit the States as much flexibility as possible in modernizing their vocational education programs for all students and at all levels of education. If every dollar in the bill were set aside for particular purposes, the hands of the States would be tied in trying to respond to their distinctive needs.

Regarding the postsecondary programs, there was testimony before this Committee recommending increased support for vocational-technical opportunities in community and technical colleges. The numbers of adults enrolling in occupational training has grown dramatically since the Vocational Education Act was last rewritten, and these numbers continue to grow steadily, as global industrial and economic competition and emerging technology put more and more pressure on our own workforce for increasingly advanced job skills and for increased productivity. In many States, the community colleges are reporting long waiting lists for high-skill programs, for which there is also significantly high placement in business and industry. It is the intent of the Committee that the community, technical and junior colleges shall be equitably considered by State agencies when implementing the postsecondary set-aside, in order to ensure the learners the highest degree of career mobility and potential for later advancement from the courses which they complete.

The Committee did add one additional set-aside for the elimination of sex stereotyping and for supportive services, to assist women in taking advantage of vocational courses.

The Committee has found that as a result of demographic shifts and changes in the economy in the past 20 years an increasing number of women enter the labor force. Fifteen million women entered the workforce between 1971 and 1981 and women are expected to comprise two-thirds of all new entrants into the workforce in the 1980's.

According to the Secretary of Education's 1982 Report to the Congress on Vocational Education, 47 million women were in the labor force in 1981, either working or seeking work:

The participation of women in the labor force is expected to increase even more in the future. These women are in the labor force for economic reasons, and need education and job skills to obtain and advance in employment.

In testimony presented to the Committee, and in other research data, the Committee has found that in spite of their increased prominence in the labor force, females remain under-enrolled in vocational education programs providing skills for employment in jobs which are traditionally higher paying and occupied by males.

The Vocational Education Data System (VEDS) found that in 1979, for example, females comprised only five percent of the students enrolled in electronics, seven percent of those in welding, and eight percent of those in carpentry.

The Committee has also found that the unavailability of support services, such as child care and transportation, has prevented many women from enrolling in vocational education programs and entering the workforce. A November, 1983, study by the Bureau of the Census found that over one-fourth of all nonworking mothers with children under five would seek employment if adequate child care arrangements could be made at a reasonable cost. Women in low-income families are particularly harmed by the unavailability of support services.

To address these problems, the Committee has established that five percent of a state's basic grant allotment shall be set aside to: (1) improve opportunities within the vocational education system for students to enter programs providing training for occupations traditional for the other sex; and (2) to improve opportunities for individuals, especially single heads of households, displaced homemakers, and teenage parents, to participate in vocational education programs, and enter the workforce.

Accordingly, it is the intention of the Committee that one half of the funds expended under Section 413(14) shall support state and local activities which show promise of overcoming sex bias and sex stereotyping in vocational education. These activities shall be administered pursuant to Section 413(14)(A) by the state's Sex Equity Coordinator and shall be directed toward increasing nontraditional enrollments of students seeking to enter occupations traditional for the other sex, especially single heads of households, displaced homemakers, and teenage parents.

Such programs may include: the development and dissemination of exemplary programs and curriculum materials free of sex stereotyping; training of administrators, teachers, and counselors in ways of effectively overcoming sex stereotyping; recruitment and counseling programs for persons interested in nontraditional programs; increasing coordination between vocational education providers and businesses, industries, and unions in planning for nontraditional workers; training students in nontraditional job-related skills, such as those required in building trades or technical occupations; and the development of standards for measuring progress in sex equity.

One example of such a program was developed at Broward Community College in Fort Lauderdale, Florida during 1982. The BCC program concentrated on enrolling women in electronics, comput-

ers, engineering, aviation and transportation training programs since these were identified as male-intensive professions and leading to high-demand jobs. Through the development of an aggressive on-campus recruitment program, the site director was able to enroll over 150 women in a five-part career exploration workshop. The site director worked with instructors to improve their awareness of women's instructional needs and with students to overcome math anxiety and other obstacles to full participation. The program was considered the most popular one ever offered by Broward's Women's Centers.

A second Broward program sought to upgrade the skills of employees in low-level jobs, most of whom were women, by providing on-the-job company-sponsored training at four companies with needs for skilled technical workers. Sixty women enrolled in these upgrading courses.

It is the Committee's intention that the other half of the funds expended under Section 413(14) shall be allocated by State Boards to eligible recipients for support services that will improve the opportunity for individuals who in the absence of such services would have difficulty participating in vocational education programs.

These services, pursuant to Section 413(14)(B) may be allocated to eligible recipients for the development of innovative support services, such as on-site child care, transportation pools, and the establishment of job placement and follow-up services. Funds may also be used to provide direct financial assistance to individuals, such as single heads of households, displaced homemakers, teenage parents and other primary care givers, to offset the costs of child care and transportation.

Funds expended pursuant to Section 413(14)(B) should be allocated within states and within recipients based on criteria to determine financial need. To the extent practicable, state and local activities funded under this subparagraph should be coordinated with, though not supplant, any similar activities conducted by those agencies.

Part B—Consumer and Homemaking Education

The bill continues the separate authorization for consumer and homemaking education which is in current law. The requirement that at least one-third of each State's funds must be spent in economically depressed areas or areas with high rates of unemployment is also continued from current law.

New provisions are included in the bill requiring each State to share information with local administrators and to use a portion of the Federal funds to provide State leadership by qualified individuals.

It is the intent of this committee that the community outreach authorized by this part be permitted to be used for youth and adults who are at-risk for or are already demonstrating parenting difficulties including neglect and abuse. Research has demonstrated the effectiveness of the type of programs authorized under this part for the prevention and reduction of child abuse in at-risk groups such as single parents and parents of premature and handicapped infants. Given the limited funding for the prevention and treatment of this growing problem, it is the committee's intent that

those vocational education institutions that do community outreach coordinate with the appropriate social service agencies to provide these services to those in greatest need.

Part C—Guidance and Counseling Programs

Current law requires each State to spend at least 20 percent of the funds it makes available for program improvement for funding guidance and counseling services. This results in approximately 4 percent of a State's basic grant being used for this purpose.

H.R. 4164 removes this set-aside of a State's grant and instead authorizes a separate program for guidance and counseling services. The Congress would provide an appropriation separate from the basic State grant specifically for the purpose of funding guidance and counseling. However, H.R. 4164 provides that regardless of the congressional appropriation level, each State must spend at least the same dollar amount from its basic grant and from this part for guidance and counseling as it spent in fiscal 1984.

The bill also requires each State to use these funds for programs which are organized and administered by certified counselors and which include developing mid-career job search skills and obtaining information on financial assistance for postsecondary and vocational education, among other activities. Programs must encourage the elimination of all sex discrimination and stereotyping and be accessible to all segments of the population; and to ensure this result, at least 20 percent of each State's grant for guidance and counseling must be used for this purpose.

State programs must include instructional activities at all educational levels, services to insure the effectiveness of programs, and projects providing opportunities for counselors to obtain first-hand experience in business. The States are required to share information with local administrators and to use a portion of the Federal funds for State leadership qualified in guidance and counseling.

Part D—High Technology Programs

H.R. 4164 also creates a new program to fund training in high technology occupations. The bill defines high technology as state-of-the-art computer, micro-electronic, hydraulic, pneumatic, laser, nuclear, chemical, telecommunication, and other technologies being used to enhance productivity.

This new program is meant to provide incentives for business and industry and the vocational education community to develop such programs jointly. Not less than 50 percent of the cost of these programs must be provided from non-Federal sources, and not less than 50 percent of such non-Federal share must be provided by participating businesses. The business match can be provided in the form of cash or in-kind contributions. The other portion of the non-Federal share may be matched by funds awarded under the State equipment pools (section 305). The Federal share must be provided equally from the State basic grant and from sums appropriated solely to carry out this new program. If an eligible recipient is unable to provide the non-Federal part, the State may designate funds from basic State grants or from other State sources for this purpose.

Funds under this part are available for training and retraining of instructional personnel, curriculum development, acquisition of equipment and other activities essential to providing training programs in high technology occupations. Administrative costs may also be paid for but not in excess of 10 percent of the State's allotment for this part in the first year and 5 percent in subsequent years. This limit is not intended to encourage excessive administrative costs, and States need not use the full amount.

In approving projects within State, the State board must give special consideration to the level of business involvement, the labor market demand for the types of skills imparted by the program, the overall quality of the proposal, and the commitment to serving all segments of the population.

Part E—Adult Training

The current law, as well as H.R. 4164, requires that at least 15 percent of each State's Federal grant must be used for programs for adults and for postsecondary programs. H.R. 4164 goes beyond current law in encouraging an expansion of adult programs by authorizing a new separate authorization solely for this purpose. This means that the Congress will be able to appropriate funds targeted solely on the expansion and improvement of adult programs. Many of these programs will be provided through community colleges.

The Committee feels that this additional emphasis ought to be placed on adult training because of the shift in the population toward a greater proportion of citizens who are adults. The economy is also undergoing stress due to declining industries and increased competition from abroad, resulting in many adults being out of work or employed but in need of retraining.

This new program will provide funds for vocational education for unemployed individuals, for employed individuals needing retraining, for displaced homemakers, for older workers, for short-term customized training for industries, and other activities.

These programs are meant to make maximum use of existing institutions and to involve closer cooperation with public and private sector employers. Also required is close coordination between these programs and those operated under the Job Training Partnership Act.

TITLE III—NATIONAL PROGRAMS

Vocational education data system

The current law requires the Secretary to maintain a national vocational education data system including information on programs in all the States. H.R. 4164 continues this requirement but seeks to lessen the burden of Federal data collection by encouraging sampling wherever possible to obtain statistically valid information.

The legislation specifies that the system will include data about enrollments by program, program completion, placement and followup, staffing, and expenditures by major purpose of the Act. The date will also include information concerning participation of special populations. The Secretary is required to consult with Congress

to determine the number and types of institutions to be sampled, the methodology to be used, group sample sizes, appropriate breakdown analyses, and the frequency with which such studies are to be conducted.

The determination factors listed above are not considered to be the only determining factors to be considered by the Secretary and the Congress in establishing the procedures for conducting this sampling approach. This sampling procedure is being instituted in order to reduce burden and costs.

Occupational information system

Current law requires the establishment of a national occupational information coordinating committee for the purpose of improving training program data and employment data across the Federal government. State occupational information committees are also required.

H.R. 4164 continues these requirements. However, the composition of the national committee is broadened to include the Commissioner of Rehabilitative Services and the director of the Office of Bilingual Education and Minority Language Affairs in the U.S. Department of Education; the Undersecretary for Small Community and Rural Development of the Department of Agriculture; the Assistant Secretary for Economic Development of the Department of Commerce; and the Assistant Secretary of Defense for Manpower. The bill also broadens the State committees to include membership from the State economic development agencies, the State job training coordinating councils and the State agency administering the vocational rehabilitation program.

As previously mentioned, the bill also increases the minimum amount that the Secretary of Education must transfer to the national committee from the currently required $3 million a year to no less than $3.56 million a year. The Committee wishes to emphasize that this $3.56 million is the minimum amount that must be transferred; we would hope that the Secretary would use his authority to transfer up to the maximum—$5 million—if in his opinion the work of the national and State committees merits this amount.

Council on Vocational-Technical Education

Current law requires the establishment of a national advisory council on vocational education with a membership which serves in staggered terms.

H.R. 4164 continues the requirement for such a council but renames it the President's Council on Vocational-Technical Education. The bill also removes the requirement for staggered terms for the members and instead has the members serve at the pleasure of the President.

The membership of the national council is also simplified from current law by reducing the number of mandated members representing various fields. The bill does require, however, that at least a majority of the 15 or more members must be representatives of the private sector of the economy. The council is to submit a report every two years to the President, the Congress and the Secretary evaluating the needs of vocational education.

National Center for Research

Current law requires the establishment of a national center for research in vocational education. H.R. 4164 continues this requirement and includes a new provision requiring the Secretary to fund this center at no less than $6 million a year.

This center is to be supported through an annual grant from the Secretary and is to be chosen once every five years on the basis of solicted applications. The center is to conduct research, provide leadership development, provide technical assistance, and to report annually on coordination between programs funded under the Vocational Education Act and the Job Training Partnership Act. In policy issues and in selection of research projects, the Center will be advised by an advisory committee appointed by the Secretary.

The Committee wishes to call attention to the fact that this bill continues the mandate for a national center for research in vocational education, which under the current legislative authority has provided a significant improvement to the vocational education field. This is documented by the recent endorsements of the National Center's performance and need for continuation by such groups as the National Advisory Council on Vocational Education, National Association of Large City Directors of Vocational Education, University Council for Vocational Education, National Association of State Directors of Vocational Education, the American Vocational Education Research Association, and the American Vocational Association. A recent resolution of the Secretary of Education's appointed national center advisory council also reaffirmed the current positive role and importance of the National Center.

Further evidence of the National Center's prominent role and contribution toward program improvement in vocational education can be found in the Department of Education's Mid-Contract Review completed in 1980 and a recent GAO survey of the National Center scheduled for release later this spring.

The Committee was concerned with the Federal administrative problems confronted by the National Center in collecting primary data and conducting both short and long term applied research and development. The method of procurement has been changed from contract to grant to facilitate these critical processes in conducting the National Center's activities and to assure the National Center has maximum flexibility in determining and conducting its assigned functions. To assure the involvement of the field in the selection process, the Committee has established that a panel will be appointed by the Secretary comprised of individuals who are not Federal employees and who are recognized nationally as experts in vocational education administration and research to review the applications. This change in the selection process will become effective when the National Center is again selected for a five year period at the end of the current five year award designation which will be completed in January, 1988. The Committee also wishes to encourage the National Center to continue to seek other public and private funds to support research, development and services activities which contribute to the improvement of vocational education and training nationwide.

State equipment pools and program improvement

From the funds reserved to the Secretary remaining after he transfers specified amounts to the national occupational information committee and the national center for research, the Secretary is required to spend no less than $3 million a year for State equipment pools. Unlike the two previously mentioned activities, this use of funds is new. These equipment pools would be operated by State boards from grants they would receive in a national competition administered by the Secretary. No State could qualify for more than two consecutive years for such grants at any given time. The purpose of these equipment pools is to permit the States to loan high technology, state-of-the-art equipment to eligible recipients for use in their local vocational programs.

With the remainder of the funds reserved to the Secretary he can fund other national program improvement activities such as research, curriculum development and personnel training. This authority is very similar to that which the Secretary has under current law. However, the current law is modified to permit either grants or contracts for these purposes and to require that recipients provide a minimum of 10 percent of the costs of any project funded.

Employer-education demonstrations

Another new activity authorized by H.R. 4164 involves funding for national cooperative employer-education demonstration programs. These programs would receive their funding from a separate authorization of appropriations.

These programs would be operated in two or more States by employers or labor organizations in cooperation with State boards of vocational education and local schools and community colleges. They would demonstrate ways that the private sector and vocational education can work together more effectively and would provide transitional work-site training and placement services for students. A minimum 25 percent match would be required of any recipient of such a grant or contract.

The bill also contains a new requirement that the Secretary of Labor and the Secretary of Education must develop a plan for greater coordination between vocational education and apprenticeship training programs, no later than one year after the date of enactment of these amendments.

Model centers for older persons

Another new program established by the bill is to provide funding for model centers to provide vocational education for older persons. This funding would be provided through a separate authorization of appropriations.

The Secretary would make these grants to centers providing training to update the skills of older persons and to assist such persons to make career changes. Priority consideration for such training must be given to older persons who need such skills to enter or re-enter the job market, who are unemployed, or who need training for high technology jobs. No grant may exceed $400,000 a year.

The Secretary must establish a national clearinghouse to provide information concerning programs operated in such model centers.

Bilingual training

Current law provides for a national demonstration program of bilingual vocational training. This program is funded from a separate authorization of appropriations. Testimony before the Committee indicated that these programs have been highly successful in placing their trainees.

H.R. 4164 continues this authorization for such national programs. The only revision is a provision to permit training in Puerto Rico for individuals who have limited Spanish competency. Although the language of this program is revised to conform it with the new bill, the Committee intends the bilingual vocational training program to operate in the same way as it now does.

TITLE IV—GENERAL PROVISIONS

Part A—State Administration

State board

Current law requires each state to designate or establish a State Board to administer the vocational education program. This State Board implements the state plan, coordinates policies and consults with the State Advisory Council.

H.R. 4164 continues these requirements from current law and adds a new requirement that each state must provide such personnel as are necessary for state administration of these programs.

Current law also requires each state to assign at least one full time individual to work on analyzing the degree to which programs meet the needs of women and reviewing programs for sex stereotyping and sex bias. Currently $50,000 a year is reserved in each state to assist such person in his or her duties.

H.R. 4164 continues this requirement also from current law, but specifies that this individual must work on these duties on a full time basis and increases the funds available in each state from $50,000 to no less than $75,000.

A new requirement is included in H.R. 4164 to encourage more current curricula for vocational programs. Each state would have to establish technical committees to advise on the development of model curricula to meet the state's labor market needs. These committees would develop an inventory of skills that may be used by the State Board to define state of the art model curricula. Members of these committees must be employers from any relevant industry for which the committee is established, from trade or professional organizations representing these occupations, and from organized labor.

Technical committee members shall be selected from nominees provided by trade and professional associations and recognized state labor organizations in the occupational areas appropriate to each committee.

Where mutually agreed upon, the state agency shall provide necessary support personnel to assist technical committees in finalizing the committees' occupational competency statements for trans-

mittal to the State Board. This support may include providing assistance to local education agencies in the upgrading of their vocational education programs.

Technical committees shall make available to the State Board occupational competency statements and may provide technical assistance to the State Board in assisting local vocational education agencies and institutions to develop the capability of utilizing such competencies. Technical committees may also provide information, through their own State Boards, to similar committees in other states.

It is the intention of the Congress that states will only establish technical committees for a limited number of occupational areas initially and that the State Board, in consultation with the council, shall determine when new technical committees are needed or when existing ones shall be terminated.

State advisory council

Current law requires each state to establish an advisory council on vocational education. This advisory council is involved in developing the state plan and in evaluating the progress of this plan.

H.R. 4164 continues these requirements from current law, but modifies the membership of the council by requiring that at least a majority of the members must be representatives of private sector employment. In selecting the members representing the private sector, groups with special needs, and economic development agencies, consideration must be given to those who serve on local private industry councils or the state coordinating council established under the Job Training Partnership Act.

A representative of the vocational rehabilitation state agency and representatives of small and minority businesses must also be appointed. Those requirements are new.

Current law provides that each state shall receive at least $75,000 and no state may receive more than $200,000 for these councils. H.R. 4164 increases these amounts to $125,000 and $225,000 respectively.

Part B—Planning and Applications

State plan

Current law requires each state to submit a five year State Plan and an annual progress report. This State Plan requires very detailed information on the courses to be offered, the institutions to be used, and the individuals to be served. The annual reports also require very detailed information.

H.R. 4164 amends these provisions to require the submission of a two year plan and application in one document. The provisions of current law requiring very detailed information are simplified so that states will have much greater flexibility in writing their State Plans. These plans must still, however, assess the needs of the state, the needs of students, and the changes required to implement improvements. Information must also be included measuring the success of programs. Several new requirements are also included in the bill as regards State Plans, such as efforts to meet the

needs for vocational education programs at state correctional facilities.

The State Plan shall describe the development and implementation of outcome measures for occupationally specific programs, such that: (a) For the first two full program years after enactment of this Act, the Committee expects this description to include a statement describing the objective standards applicable to all programs, the factors that can be used at the local level to adjust these standards to fit the local situation, (such as economic, demographic, or geographic conditions), the technical assistance provided to local areas in the development of these outcome measures, the involvement of the private sector, the state advisory council and the technical committees in the development, evaluation and review of these standards, and the adjustments made to these objective standards in response to local conditions. (b) For each State Plan thereafter, the description shall include a description of the objective standards, adjustment factors, the application of these standards to the approval for local plans, the technical assistance offered to assist local areas in the improvement of their performance, the increase in the number of programs offered that meet or exceed established outcome measures, and the participation of the private sector, state advisory council and the technical committees in the evaluation and review of the outcome measures and their application to local plans. The Committee wishes to emphasize that these expected outcomes are not performance standards and that funding shall not be predicated on an evaluation of such measures, particularly as regards programs for handicapped, disadvantaged, and limited-English-proficient students.

New requirements are also included to encourage closer cooperation between vocational education and programs under the Job Training Partnership Act. No less than 60 days before the submission of a state plan to the Secretary, each state must submit this plan to the State Job Training Coordinating Committee under the Job Training Partnership Act for review and comment. The state advisory council must also have at least 60 days to review this plan.

Among the provisions in the state application is a requirement that the State Board use the nationally uniform definitions and information elements developed under the vocational education data system in compiling its data for planning, evaluation and reporting. The same information requirements and consultation requirement for the Secretary, noted in section 301 relating to the vocational education data system, apply to this section. The determination factors in the bill are not considered to be the only determining factors to be considered by the Secretary and the Congress in establishing the procedures for conducting this sampling approach. This sampling procedure is being instituted in order to reduce burden and costs.

Set-asides

Current law requires states to spend a minimum amount for three special purposes. At least 10 percent of each state's grant must be used for programs for the handicapped. At least 20 percent must be used for programs for the disadvantaged, and at least 15

percent must be used for adult and postsecondary programs. Funds for the handicapped and disadvantaged must be used only to meet one-half of the excess costs of providing services for these students. The other one-half of such excess costs must be provided from state and local funds.

H.R. 4164 continues these three set-asides of funds and also continues the requirement that federal funds can only be used to pay for one-half of the excess costs of programs for the disadvantaged and the handicapped. The current requirement that the disadvantaged funds must be used for individuals with limited English proficiency is also continued.

A new requirement is included in the bill specifying that the funds for the disadvantaged and handicapped must be distributed among eligible recipients within the state by the State Board in proportion to the numbers of handicapped, limited-English-proficient, and disadvantaged individuals served by such recipients in the previous year. It is the intention of the Committee that funds allocated to meet the needs of disadvantaged and limited-English-proficient students, pursuant to Section 413(12), shall be allocated by an eligible recipient to meet the needs of disadvantaged and limited-English-proficient students in proportion to the respective amounts received from the State board for each such population.

A new requirement regarding sex stereotyping is also included in H.R. 4164. In addition to the current three set-asides of funds, each state would also be required to spend at least 5 percent of its basic state grant for state and local programs to eliminate sex bias and stereotyping and for grants administered by local recipients to provide support services for women participating in vocational educational programs. The amounts reserved to the state equity coordinator would be attributed to this new 5 percent set-aside. In the event that the 5 percent is less than the $75,000 mandated for sex equity personnel, the state must still spend the $75,000 minimum.

Local programs

Current law requires that each state must spend 80 percent of its funds for instructional programs and 20 percent for program improvement. The 80 percent is distributed by the state pursuant to a formula considering enrollment, income levels in local recipients, and other factors.

H.R. 4164, as already mentioned, removes the limitation on a 80–20 percent split between instructional programs and support programs. However, the bill includes a provision requiring at least 80 percent of the state's basic grant to be allocated among local recipients. Funds for disadvantaged and handicapped programs are to be distributed according to the formula described above. For other funds, the State must describe in the State Plan the formula it will use to allocate funds to eligible recipients at the local level, with more funds going to economically depressed areas and areas with high unemployment.

It is the intent of the Committee that where the term economically depressed area is used separately, as in section 451, or in conjunction with high unemployment areas, as in sections 212(c) or 412(c)(6), the word "or" is not to be interpreted as excluding any jurisdiction meeting either of the expressed criteria.

Local plan and application

Current law requires each local recipient to submit an application and to establish advisory councils. H.R. 4164 requires the submission of a two-year local plan and does not require a local application. Also newly required is the submission of this plan for review and comment for at least 60 days to the administrative entity established under the Job Training Partnership Act.

The Committee wishes to emphasize that the requirement for a local plan is not intended to be a make-work exercise nor is it to create an additional paperwork burden on local officials. Rather the Committee is seeking a means to assure that a reasonable planning document is developed and available so that the public as well as State and Federal officials can better understand and assess the value of the vocational education programs including both their achievements and problems.

The Committee bill permits States to exempt local recipients that provide relatively limited vocational programs from this submission requirement. It is the Committee's intent that eligible recipients which operate small programs not be hampered in such operation by a requirement that they submit their plan for review and comment to the appropriate administrative entity or entities under the Job Training Partnership Act. Further, it is the Committee's belief that each State can best determine the needed objective criteria to use in indentifying the dollar cut-off point below which this exemption applies and that States will not exempt eligible recipients other than those small eligible recipients which would be seriously hampered in their ability to provide such programs, services and activities by meeting the requirements of this provision. Finally, it is not the intent of the Committee to signify, by inclusion of this waiver, to States that they may exempt all programs from the requirements outlined in this provision.

The Committee expects that a reasonable timetable will be agreed to by the administrative entity and the local education officials regarding the review and comment period for the local plan. It is not the Committee's intent that local plans cannot be submitted without the comments from the local administrative entity, if such comments are not received in time or if no comments are necessary.

H.R. 4164 continues the requirement for local advisory councils but unlike current law, specifies the exact membership of these councils. Membership must include representatives of the private sector who shall be a majority, representatives of public employers, representatives of institutions not eligible for funds but providing job training, and representatives of groups concerned with specific populations.

Part C—Evaluation and Review

Progress report

Current law requires an annual progress report with very detailed information to be submitted by the state. H.R. 4164 requires a progress report every two years and removes the requirements for very specific information. This report must also be made available to the state council established under the Job Training Partner-

ship Act and must include any dissenting or supplemental views submitted by the state advisory council on vocational education.

Evaluation

Current law requires each state to evaluate local programs in terms of the job placement of completers and leavers and in terms of the satisfaction of their employers with their competencies. H.R. 4164 broadens these evaluation criteria to include many other factors such as the curriculum and the qualification of teachers. At least 20 percent of the eligible recipients within a state must be evaluated each year.

Local progress report

Current law requires an annual application to be submitted by eligible recipients. H.R. 4164 requires instead the submission of a progress report every two years showing the local progress achieved in meeting goals. The chairman of the local advisory council must certify that the council has participated in formulating this report.

Part D—Federal Administration

Current law restricts the use of federal funds for administration to no more than 50 percent of the costs of state administration and to no more than the proportionate federal share of local programs. The bill amends these provisions to require that neither state nor local administration may receive more than 50 percent from federal funds.

Current law provides that each state and local recipient maintain its fiscal effort for vocational education before it can receive funds. H.R. 4164 modifies this requirement by limiting it to the aggregate state effort and by permitting the Secretary to waive a state's failure to meet this requirement for one fiscal year only. After any such waiver the state would have to return to meeting the fiscal effort required in the year before any such waiver.

Transitional provisions

These amendments take effect on October 1, 1984 and the Secretary is required to issue regulations implementing them no later than 90 days after enactment.

The Committee wishes to express its clear intention that the General Education Provisions Act applies to this act.

Oversight

No findings or recommendations concerning oversight of the programs authorized by the bill have been received by the Committee from the Committee on Government Operations.

The Subcommittee on Elementary, Secondary, and Vocational Education conducted 50 oversight hearings on the Federal vocational education programs in the 97th and 98th Congresses, prior to introduction of H.R. 4164. Those hearings examined, in a comprehensive and systematic way, all aspects of the existing vocational education legislation and heavily influenced Committee consideration of an amendments to H.R. 4164.

COST ESTIMATE

The Congressional Budget Office has provided the following estimates of the costs which will be involved in implementing this legislation. The Committee concurs in these estimates and adopts them in compliance with clause 7 of rule XIII. No cost estimates have been received from any other Federal department or agency.

The Congressional Budget Office letter follows:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, D.C., March 2, 1984.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed H.R. 4164, the Vocational-Technical Education Amendments of 1984, as ordered reported by the House Committee on Education and Labor, February 29, 1984.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

RUDOLPH G. PENNER, *Director.*

CONGRESSIONAL BUDGET OFFICE, COST ESTIMATE, MARCH 2, 1984

1. Bill number: H.R. 4164.

2. Bill title: Vocational-Technical Education Amendments of 1984.

3. Bill status: As ordered reported by the House Committee on Education and Labor, February 29, 1984.

4. Bill purpose: The purpose of this bill is to amend the Vocational Education Act of 1963 in order to improve and expand the federal vocational and technical education effort and to permanently authorize the programs. This bill is subject to subsequent appropriations action.

5. Estimated cost to the Federal Government:

[By fiscal year, in millions of dollars]

	1985	1986	1987	1988	1989
Basic State grants:					
Estimated authorization level	602.1	638.9	676.5	719.2	763.8
Estimated outlays	60.2	485.4	635.3	673.3	715.1
Consumer and homemaker education:					
Estimated authorization level	33.6	35.6	37.7	40.1	42.6
Estimated outlays	3.4	27.1	35.4	37.5	39.9
Career guidance and counseling:					
Estimated authorization level	105.8	112.2	118.8	126.3	134.2
Estimated outlays	10.6	85.3	111.6	118.2	125.6
Industry-education partnership for training:					
Estimated authorization level	50.0	53.1	56.2	59.7	63.4
Estimated outlays	5.0	40.4	52.8	55.9	59.4
Adult training, retraining and employment development:					
Estimated authorization level	275.0	350.0	400.0	425.2	451.6
Estimate outlays	27.5	227.5	340.0	392.6	422.8

	1985	1986	1987	1988	1989
National programs:					
Estimated authorization level	31.7	33.6	35.6	37.9	40.2
Estimated outlays	3.2	25.6	33.4	35.4	37.7
Indian vocational education programs:					
Estimated authorization level	6.1	6.5	6.8	7.3	7.7
Estimated outlays	0.6	4.9	6.4	6.8	7.2
State advisory councils:					
Estimated authorization level	7.4	7.9	8.4	8.9	9.5
Estimated outlays	0.7	6.0	7.8	8.3	8.8
State planning and evaluation:					
Estimated authorization level	3.8	4.0	4.3	4.6	4.8
Estimated outlays	0.4	3.1	4.0	4.3	4.6
Total:					
Estimated authorization level	1,115.5	1,241.8	1,344.3	1,429.2	1,517.8
Estimated outlays	111.6	905.3	1,226.7	1,332.3	1,421.1

The costs of this bill fall in function 500.

Basis of estimate: The programs in this bill are authorized at such sums as may be necessary. The two new programs, industry-education partnership grants and adult training, retraining, and employment development grants, are broad and comprehensive in scope. Estimating the total cost of these programs would require more detail. Their authorization levels, therefore, have been assumed to be the levels in the Subcommittee reported version of H.R. 4164. After 1987 these levels were inflated to reflect projected cost increases. For the existing programs of basic state grants, consumer and homemaker education, career guidance and counseling, state advisory councils, and state planning grants, the authorization ceiling is assumed to be the 1984 funding level inflated each year by the projection of cost increases. As stipulated in this bill, the authorizations for the national programs and the Indian vocational education programs are an additional 5 percent and 1 percent respectively, above the basic grants to states.

Estimated outlays assume full appropriation of the estimated authorization levels and correspond to current program spending patterns.

6. Estimated cost to State and local governments: This bill authorizes $1,078 million in 1985 for grants to states for vocational education programs and services; an increase of $370 million from the 1984 current program funding levels. Of this increase, $325 million is from the establishment of the two new programs, the industry-education partnership the adult training and retraining programs.

Total expenditures of federal, state, and local governments for vocational education was approximately $9 billion in 1982. The federal share was less than 10 percent. Assuming full funding of the two new programs combined with inflationary increases for the existing programs would increase the federal share in 1985 to 12 percent of total expenditures.

The new industry-education partnership program requires a 25 percent match from states and 25 percent from industry. States could most likely meet their $25 million matching requirements from existing resources. About 16 percent of existing program fund-

ing has a 50 percent state matching requirement. Given the level of state and local funding as a percentage of total expenditures, states would probably not have to increase their resources in order to meet any increase in these existing programs.

7. Estimate comparison: None.

8. Previous CBO estimate: None.

9. Estimate prepared by: Deborah Kalcevic.

10. Estimate approved by: James L. Blum, Assistant Director for Budget Analysis.

Inflationary Impact

The Committee estimates that there will be no inflationary impact from this legislation, particularly since the open-ended authorization allows the Congress to adjust appropriations to meet current needs and take into account economic conditions. The programs in this bill, in fact, should positively affect our national economy by reducing unemployment and public assistance programs and enhancing productivity, as persons receive needed training or retraining.

Section-by-Section Analysis of H.R. 4164—The Vocational-Technical Education Amendments of 1983

Section 1

Short title, the Vocational-Technical Education Amendments of 1984.

Section 2

Amends the Vocational Education Act of 1963 by striking all after the enacting clause and inserting in lieu thereof an entirely new text. The following sections are sections of that act:

Section 101

States the purpose of the Act to improve the quality of instruction and meet the need for labor market-oriented programs, assist States to expand, improve and, where necessary, maintain vocational education programs, to develop new programs, and to assist in affording access to high quality vocational education.

Section 102

States the authorizations of appropriations for the Act.

Section 103

Lists the requirements that the States must meet in order to receive funds.

Section 104

Specifies the formula for distributing funds among the States. Reserves 5 percent of the funds for national programs. Reserves up to 1 percent for Bureau of Indian Affairs programs.

TITLE II—STATE PROGRAMS

Section 201

Authorizes the Secretary to make basic grants to States (Part A).

Section 202

Describes activities for which basic grants can be used.

Section 211

Authorizes the Secretary to make grants to States for consumer and homemaking education programs (Part B).

Section 212

Describes the activities for which consumer and homemaking grants may be used.

Section 213

Requires the State board to share information acquired under Part B programs with administrators. Requires Part B funds to be used to provide State leadership qualified in home economic education.

Section 221

Authorizes the Secretary to make grants to States for career guidance and counseling programs (Part C).

Section 222

Describes activities for which Part C funds can be used.

Section 223

Requires the State board to share information gained under Part C with administrators. Requires funds to be used to provide qualified State leadership in guidance and counseling.

Section 231

Contains congressional statement of findings and purpose of Part D grants for industry-education partnerships for training in high technology occupations.

Section 232

Authorizes the Secretary to make grants to States to carry out Part D. Contains certain assurances that must be provided in the State application with respect to Part D. Spells out matching requirements for Part D funds.

Section 233

Describes activities for which Part D funds can be used.

Section 251

Contains congressional findings and the purpose for Part E grants for adult training, retraining and employment development.

Section 252

Describes activities for which Part E funds may be used. Contains assurances that must be in the State plan with regard to Part E.

Section 253

Prescribes requirements for coordinating Part E programs with the Job Training Partnership Act.

TITLE III—NATIONAL PROGRAMS

Section 301

Requires the Secretary of Education to maintain a national vocational education data system and describes the requirements for that system.

Section 302

Establishes a national occupational information coordinating committee and State occupational information coordinating committees. These committees shall develop an occupational information system.

Section 303

Establishes the President's Council on Vocational-Technical Education.

Section 304

Establishes the National Center for Research in Vocational Education and describes its duties.

Section 305

Authorizes the Secretary to make grants to States for State equipment pools. Authorizes the Secretary to carry out national program improvement activities including research and development, curriculum development, personnel training, career guidance and counseling and other national activities.

Section 306

Authorizes the Secretary to develop a national cooperative employer-education demonstration program.

Section 307

Authorizes a national program of model centers for vocational education for older persons.

Section 308

Continues the national bilingual vocational education program.

TITLE IV—GENERAL PROVISIONS

Section 401

Requires each State participating in this Act to designate or establish a State board to administer vocational education. Contains

the responsibilities of the State board. Requires appointment of a State sex equity coordinator.

Section 402

Requires each State to establish a State advisory council on vocational-technical education and describes the duties of the council.

Section 411

Requires each State to submit a two-year State plan and State application.

Section 412

Spells out what must be contained in the State plan.

Section 413

Contains requirements for the State application.

Section 414

Requires each local recipient to develop a two-year local plan, containing certain required information.

Section 421

Requires each State to submit a progress report every two years and when necessary to amend its State plan.

Section 422

Contains the requirements for State evaluation of programs assisted under this Act. Describes the evaluation duties of the Secretary.

Section 423

Requires each local recipient to submit a local progress report every two years and, when needed, amendments to its local plan.

Section 431

States that the Secretary shall pay its allotment to each State with an approved plan. Spells out restrictions on administrative costs. Contains maintenance of effort provisions.

Section 432

Spells out the procedures for the Secretary withholding funds to States that have substantially failed to comply with provisions of the Act. Contains procedures for judicial review.

Section 451

Contains definitions of terms used in the Act.

Section 3

Contains conforming amendments.

Section 4

Contains transition provisions for the Act.

Section 5

Contains the effective date for this Act.

CHANGES IN EXISTING LAW MADE BY THE BILL AS REPORTED

H.R. 4164 amends the Vocational Education Act of 1963 (Public Law 88-210) by striking out everything after the enacting clause and inserting in lieu thereof an entirely new text, which is embodied in the bill as reported from Committee.

ADDITIONAL VIEWS OF HON. WILLIAM F. GOODLING

The reauthorization of the Vocational Education Act is an important issue. One only needs to reflect upon some of the major purposes of this bill to recognize this point:

(1) to assist the States to improve the quality of instruction and meet student and employer needs for labor market-oriented programs;

(2) to expand, improve, and, where necessary maintain existing vocational-technical education programs;

(3) to develop new programs in order to meet the needs of our Nation's existing and future work force for marketable skills;

(4) to assist in affording ready access to high-quality vocational education to individuals in all ages, and at all levels of ability in all communities.

The primary purpose of Federal vocational education legislation is to enable the Federal government to cooperate with states in improving and expanding quality employment-related education and training which provides people with skills that will contribute to economic stability and enhance local state and national economic conditions and aid our national security both directly and indirectly.

This legislation achieves a fine balance between the need to assist states in modernizing their programs and updating their instructors and assuring access to those who are handicapped, disadvantaged and otherwise traditionally underserved. In Committee we had to fight hard to achieve this delicate balance. Some wanted to go overboard on the access issue but that would have led to access for individuals to programs of questionable value. On the other hand the bill as introduced appeared to place over emphasis on the modernization issue to the exclusion of special populations. The question then was modernization for whom? By keeping one-half of the basic state grant for modernization and the other half for "access" a reasonable compromise has been reached.

In addition the Committee adopted amendments designed to improve coordination with the other major Federal job-training program—the Job Training Partnership Act (JTPA) and to authorize funding at a "such sums" level which is consistent with JTPA and the Reagan Administration's authorization level in its own vocational education bill which was submitted to Congress last year (although, this year the Administration is requesting a continuation of current year funding for Fiscal Year 1985 and "such sums" thereafter),

This bill, I will admit, is not perfect. One problem has been the confusion over funding "set-asides" for special populations. As noted above, this is an important feature of this legislation. However, the Committee seems to have confused this access issue with

the related but not identical issue of emphasis on the fastest growing setting for vocational education in the country—postsecondary vocational education in the country—postsecondary vocational education which includes both adult training at local vocational schools and community, junior, and technical two-year colleges. The Committee continues the minimum fifteen percent funding for postsecondary programs despite the evidence for increased need in this area. It should be noted that such programs are available to the handicapped, disadvantaged, limited English proficient and women. In fact, the example of an outstanding sex equity program which trained women for skilled positions in highly technical fields that was mentioned in the Committee Report was offered at a community college in Florida. I intend to work for an amendment on the Floor which would increase the emphasis in this area.

Other potential Floor amendments which deserve serious debate and consideration and which have the potential to improve this bill include changing from a permanent to a five-year authorization, a simplification of excess cost regulations, and an exemption for certain small entities from provisions in the two-year local plan.

I also feel that certain language adopted during the Full Committee consideration of this bill could be construed to allow for an overly broad use of funds for programs other than vocational education.

Despite some problems, this is a good bill. Some of the critics of the Committee's work, I feel, place too much emphasis on what they consider to be funding of the status quo in vocational education. I strongly disagree with this interpretation. The entire thrust of the bill, the new programs for modernization, equipment pools, adult retraining, and industry-education partnerships for high-tech programs as well as the Committee's views expressed in the Committee Report undermine any notion that this bill continues the status quo. Rather, I feel that the bill provides appropriate flexibility to State and local officials in establishing their own priorities while at the same time, demanding a more precise and meaningful planning process.

I am confident that with this piece of legislation Congress can take a major step into the next decade by providing the leadership and direction for the skill training and development infrastructure in this Nation. I intend to support this bill and hope to further improve it on the House Floor.

BILL GOODLING.

ADDITIONAL DISSENTING VIEWS OF HON. MARGE ROUKEMA CONCERNING H.R. 4164

I voted against reporting this bill because I believe it fails to take advantage of a singular opportunity to reshape Federal priorities and mechanisms to embolden vocational education by directing our human and financial resources to meet the employment needs of the future—not the past.

Although I was an original cosponsor of H.R. 4164, I believe the bill reported from Committee falls far short of the attainable goals of meeting the challenges of rapid-paced technology and the displaced workers of the evolving industrial sector.

The highly-regarded National Institute of Education in a 1981 study concluded: "Encouraging change and improvement in the Nation's vocational education enterprise is a key purpose of Federal policy, but the Vocational Education Act lacks effective provisions for achieving this objective."

The ponderous and imposing intricacies of the bill might lead one to believe that it does provide considerable restructuring to achieve this goal. However, a more careful analysis reveals that it does little more than maintain the status quo. The end result is likely to be a continuation of current policies at the Federal, state and local levels, with little new beyond increased paperwork.

While there are sincerely held differences of opinion as to how we order the priorities in Federal vocational education policy, I believe that there is one concept that an overhwhelming majority of my colleagues would embrace: a need for an increase in the relevance of vocational education programs to actual demand for skills in the workplace.

This concept, which entails a greater role for the business community and other private sector elements, was clearly endorsed two years ago when we restructured the Federal job training programs through the Job Training Partnership Act (JTPA). Despite some differences in goals, structure, and populations served, job training and vocational education share the same objective of preparing individuals for a productive, economically self-sufficient role in our society.

The bill does contain some modest efforts in this area. Private sector respresentation on advisory committees at the state and local levels, as required under the bill, would provide a forum for the views of the business and labor communities. In addition, separate authorizations are provided under Parts D and E for private-public partnerships in training efforts. Unfortunately, the funding of these programs is totally dependent upon the appropriations process, and, in this instance, we are leaving it to the Appropriations Committee to determine the priority for these activities.

Meanwhile, the portion of the Act that is likely to receive most, if not all, of the funding—the State Basic Grant under Part A—

contains no similar focus. Yet, the bill goes to great lengths to ensure "access" to the programs by various so-called "special populations" *without providing direction as to the kinds of programs by which those populations and all others are best served.*

A recent report issued by the National Research Council did an in-depth analysis of the vocational education system. This report, entitled "Education for Tomorrow's Jobs" clearly states the need: "The vocational education programs that have higher economic and occupational benefits generally also have close and effective relationships with employers. Students who participate in supervised work programs while they are in school tend to fare better once they graduate and work on their own . . . Virtually all of the *effective* special training and service programs designed for disadvantaged people operate in conjunction with employers—and some with unions and community-based organizations as well." (emphasis added)

The collaborative efforts acclaimed in this report cut across all levels of education beyond elementary school—secondary, postsecondary and adult. While effective programs are operating at the secondary level, the greatest strides are being made with those who have either graduated from or left high school and are on the verge of defining their occupational role in life.

An excellent example is customized on-the-job training where a good portion of the education is received at the job site from the employer who, in turn, hires the trainee once he or she has successfully completed training. A similar form of customized training involves state and local economic development agencies which work with employers who are either contemplating moving into an area or are already there but have precise training needs due to expansion or diversification plans. Many States already have effective programs addressing this need, with funding sources including state and local funds as well as contributions from business and industry.

For example, recently in Idaho, when a mining company with a high priority for welding decided to locate in the state, the Private Industry Council, the State Board of Education, and the company itself shared the costs of the training. Representatives of the State vocational education agency went to the state where the original mine was located and tailored the training program based upon that operation. The company constructed a facility in Idaho and 28 people were trained.

Such arrangements serve the needs of all concerned: the companies hiring the trainees, the state or local economy dependent upon successful businesses, and last, but certainly not least, the trainee who gets the job.

While we should not dictate the design or curricula of State and local vocational education programs, we can and should provide leadership and establish broad policy goals and incentives within which such successful programs as those I have described can flourish. Indeed, if we do not set such priorities, we are failing to address the primary purposes by which the continued expenditure of millions of Federal dollars on vocational education is justified.

In Committee, I offered an amendment which would have fulfilled these purposes in two ways. First, it would have increased

the current required expenditure of state basic state grant funds for adult and postsecondary programs from 15 percent to 20 percent. This recognizes the bold steps that are being taken in these programs and their potential for further development. The original bill would have increased this percentage from 15 percent under existing law to 30 percent. However, as a result of a political struggle among the various "special populations" interested in the bill, this was reduced as part of an overall compromise fixing all "set-asides" at their current levels.

Secondly, and more importantly, the amendment stated that the programs funded to meet this percentage must be designed to promote state and local economic development and employment training. The amendment then states 9 broad, but clearly defined, activities which would satisfy the requirement: 1) retraining individuals whose jobs have been lost or jeopardized by technological or economic change for occupations in which there is a current or projected shortage of workers; 2) training for skilled occupations needed to revitalize businesses and industries that are essential to State or local economic well-being; 3) training for skilled occupations which are needed to attract or otherwise promote entry of new businesses and industries into a State or community; 4) providing entrepreneurship training; 5) developing innovative pilot programs for trades, crafts, businesses, and industries experiencing technological change; 6) cooperative vocational education programs and other programs of vocational instruction which support on-the-job training; 7) career guidance and counseling programs designed to assist individuals in developing the necessary skills to move into new and emerging fields and those fields experiencing shortages of trained workers; 8) joint vocational education programs with business and industry designed to train skilled workers for occupations utilizing modern technology; and 9) training or retraining of vocational education instructors through exchange programs between business or inustry and the school.

The amendment provided a waiver of the requirement if the State provided assurances that it was already meeting this need through State or local expenditures or JTPA Title III funds.

Unfortunately, my amendment failed because it allegedly upset the "balance" among the so-called set-asides that had been arranged under the aforementioned compromise among the various "special populations". Even though adult/postsecondary programs do not constitute a "special population" and, indeed, serve those populations in the most effective manner, the amendment was defeated despite a general consensus that, on its own merits, it furthered a beneficial public policy by directing funds towards valuable programs.

I intend to offer this amendment again when the bill is before the whole House and, at that time, I am hopeful that my colleagues will look beyond status quo politics to the genuine and legitimate Federal role in vocational education.

I believe we can correct these failures in the reauthoriation of a new Vocational-Technical Education Act so that we can correct the current deficiencies in this essential component of our educational system. Our attention has been called to these deficiencies by the NIE Report and others, underscoring the need to "encourage

change and improvement." Let it not be said of us that we ignored the lessons of experience and failed a generation.

On a separate matter, I am also disappointed that the Committee failed to address a serious problem that came to our attention shortly before full committee mark-up.

The National Education Association has recently entered into an agreement with a private business concern whereby computer software is assessed by the NEA, approved as "NEA Teacher Certified", and marketed by the NEA Educational Computer Service. The profits earned by the Service are then divided equally between the business concern and the National Foundation for the Improvement of Education (NFIE), which was created by the NEA.

Although the NEA claims that the NFIE is wholly separate from the NEA, the NEA itself refers to it as the *"NEA's* National Foundation for the Improvement of Education." Moreover, the Foundation is located at the same address as the NEA and its leadership is appointed by the NEA.

I believe that this situation involves a potential conflict of interest between the NEA serving as an authoritative reference on the quality of the software products and engaging in the marketing of them, while its affiliate enjoys a share of the profits derived from those products. Since the marketing is directed toward NEA members, the NEA certification provides a potent selling point for the products.

A brochure issued by the private business concern involved characterizes the arrangement as follows: "This catalogue is expected to become the major source of teacher-influenced computer-related purchases. The active support of the NEA is making a market in public education for the educational software industry with commensurate benefits for teachers, students, parents and the public—as well as the industry."

Federal funds should not be provided to benefit such an arrangement where the potential combination of a controlled market and a conflict of interest exist. Consequently, I offered an amendment in full Committee which would have prohibited Federal vocational education funds from being used to purchase equipment, including computer software, where it results in a direct financial benefit to an organization (or its affiliate) representing the interests of the purchasing entity or its employees.

My amendment, which I intend to offer again on the House floor, would affect any organization representing school boards, administrators, financial officers, teachers, etc. If as the NEA maintains, the NFIE is a totally separate entity, no potential conflict exists and this amendment would not affect the arrangement.

I believe it is essential that the Congress go firmly on record as being opposed to such arrangements by "organizations representing the interests of the purchasing entity or its employees" and we must prohibit the funds we appropriate from benefiting such enterprises. To not do so sets a dangerous precedent.

MARGE ROUKEMA.

MINORITY VIEWS—H.R. 4164

The reauthorization of federal funding for vocational education provides an opportunity for Congress to help shape the quality of the nation's work force in the latter part of the 20th century and beyond. Vocational education, which we support, could be a catalyst for improvement and modernization as the U.S. competes in an increasingly complex economic world.

But H.R. 4164 in its present form cannot accomplish those goals because, although its basic premises were good, it has acquired excess baggage in the legislative process. The bill dilutes the impact of the federal dollars and perpetuates the status quo in vocational education, a status guo which is not keeping up with our nation's employment training needs.

We have five major areas of concern with H.R. 4164: Use of federal funds for maintenance of outmoded programs; the change to a permanent authorization, cumbersome excess cost regulations in funding for the handicapped; the inability of certain small entities to comply with provisions of the two-year local plan; the inadequacy of funding for post-secondary and adult training.

Maintenance of existing programs.—Rather than targeting scarce federal resources for program improvement, retraining of adults, acquisition of technologically advanced equipment and closer cooperation with business and industry, H.R. 4164 instead allows use of federal dollars for a myriad of other purposes—including maintenance of outmoded programs.

One of the Federal Government's most important responsibilities in education is to provide leadership. Funding seven percent of the nation's total budget for vocational education so that an outdated status quo can be maintained is not leadership. That is our major, fundamental disagreement with H.R. 4164.

The Committee erred when it added "* * * where necessary, maintain existing vocational-technical education programs," to the bill's statement of purpose. Mrs. Roukema attempted to improve H.R. 4164 through an amendment which would have targeted a portion of vocational education funds for priority purposes. Despite bipartisan support and the endorsement of the American Vocational Association she failed. We hope that she will succeed when the bill goes before the full House.

Permanence of the authorization.—We object to the concept of a permanent authorization for H.R. 4164. Congress must fulfill its responsibility to oversee such important and complex programs, and an authorization for a maximum of five years would allow for both program continuity and periodic review and revision.

An additional concern is the authorized funding level. "Such sums as are necessary" is an improvement over the bill's original $1.5 billion authorization (double the current appropriation), but it

would be more fiscally responsible to authorize the current level of expenditures with a five percent increase for each fiscal year.

Excess cost regulations.—The burdensome regulations for the excess cost and matching provisions in funding for the handicapped could be simplified so that this population might be better served. By targeting a portion of the funds for special populations such as the handicapped, disadvantaged and those with limited English proficiency, H.R. 4164 does address another of the Federal Government's responsibilities in education.

Two-year local plan.—While we support closer cooperation with the Job Training Partnership Act whenever feasible,

Certain small entities may be unable to comply with this and some other provisions in the two-year local plan. We believe that otherwise eligible recipients should be exempted from these provisions.

Post-secondary and adult training.—Because our nation's most pressing employment training needs are in the areas of post-secondary and adult vocational education, a higher level of funds should be earmarked for those purposes. H.R. 4164 does too little to address the following issues: The growth in the size of the work force is slowing down, and 90 percent of the persons employed in 1990 will have entered the work force before 1980. Women will constitute two-thirds of the new entrants into the work force. An increasing number of workers will be functionally disadvantaged due to their lack of familiarity with new technologies. Information compilation and dissemination will constitute 90 percent of new Jobs.

Given the current realities of the federal budget, we believe that federal dollars should be allocated to programs which respond to the nation's most pressing employment training needs, as well as to those which provide modernization, improvement and leadership in vocational education.

When the full House considers H.R. 4164, we will be offering amendments which address the issues outlined in these views. Using the amendment process, we hope to reshape the bill so that it merits the support of the full House. We urge our colleagues to support those amendments and join us in our effort to define and redirect the federal role in vocational education. Together, we can help shape a national workforce trained in relevant skills for the end of this century and beyond.

JOHN N. ERLENBORN.
MARGE ROUKEMA.
STEVE BARTLETT.
HOWARD C. NIELSON.

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